

Director's Report

East Madison Business District

Land Use & Zoning Analysis - Conclusions and Recommendations

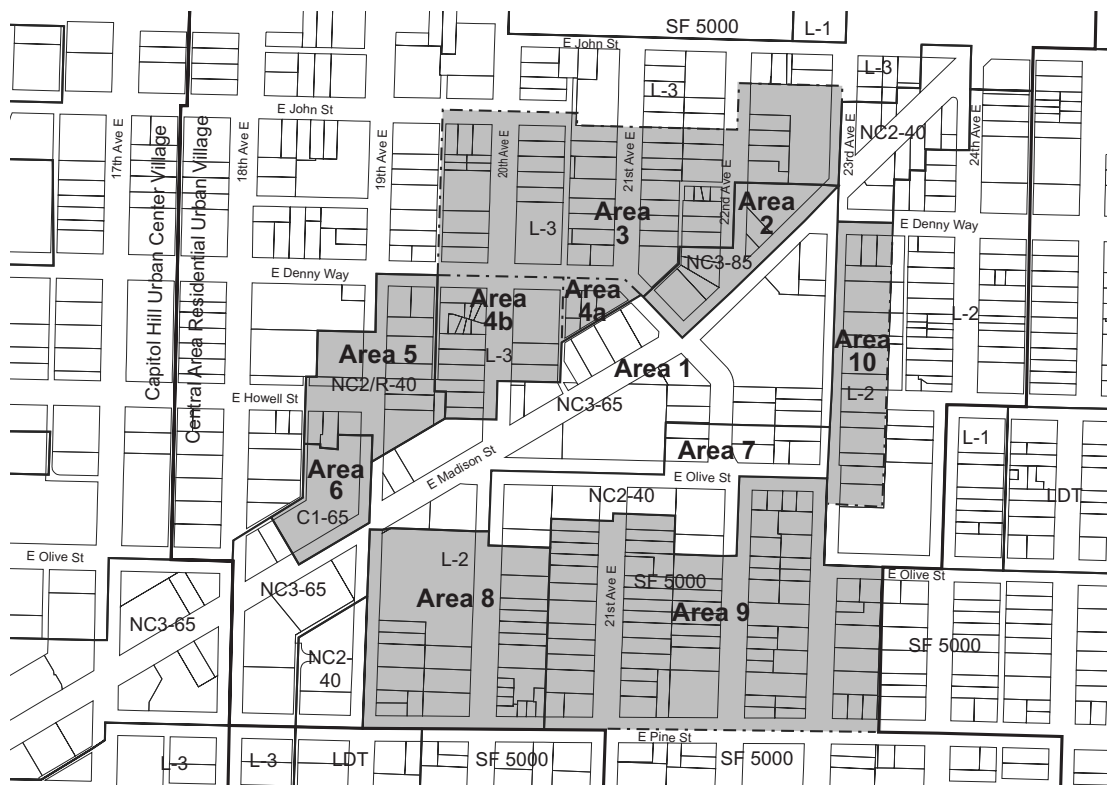
September 11, 2001

Summary & Purpose

This document summarizes recommended land use actions based on an examination of existing land use and zoning, along with *Central Area Action Plan II* strategies for the East Madison Business District. The recommendations are being made with the intent to advance this plan's goals to:

1. Emphasize the revitalization of the area along E Madison Street as a regional commercial destination;
2. Increase housing options and residential densities near the commercial area; and
3. Maintain and enhance the physical character of the area, including the pedestrian environment.

Additionally, the recommendations are intended to provide more compatible transitions in height, bulk, and scale between commercial and residential zoning in the area.



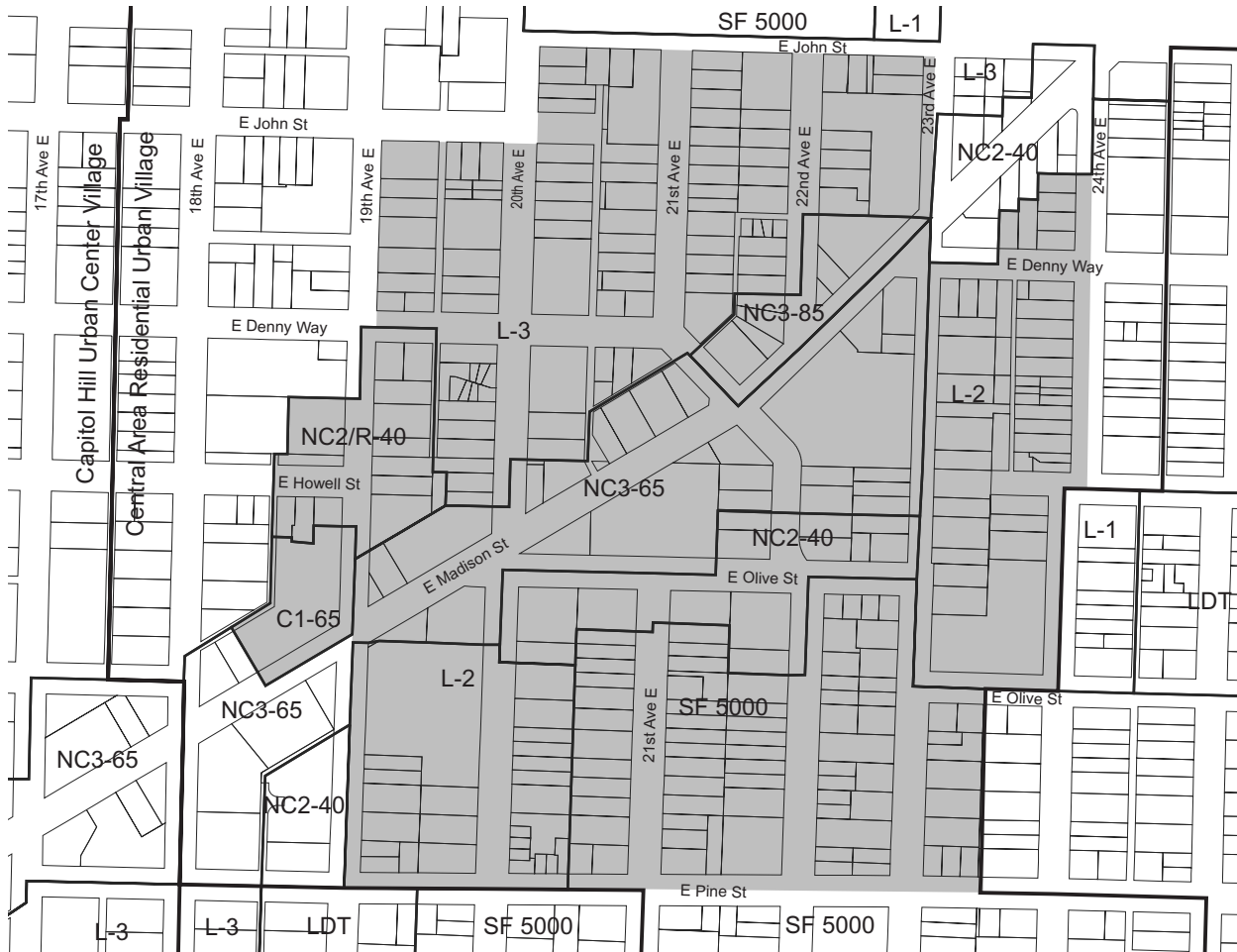
Areas proposed to be rezoned are shown in gray.

This area is presently zoned to allow commercial and mixed uses along East Madison and Olive Streets, with multifamily zoning to the north and a mix of single and multifamily zoning to the south. Generally, the current zoning is effective in advancing the neighborhood's goals. Analysis performed by the Department of Design, Construction, and Land Use (DCLU) has shown that the opportunity exists for some changes to the existing zoning and allowed heights to create better transitions between zones. Expanding the neighborhood commercial area while recognizing existing residential character will help advance commercial revitalization and housing goals. Additionally, DCLU's analysis has found that the opportunity exists for mapping of the Residential Small Lot zoning designation, which was called upon by the Central Area's plan, but has not yet been mapped in Seattle.

The recommendations and associated analysis are intended to serve as the framework for neighborhood, City department, property owners, and other interested party discussions. The analysis provides an objective view of land use and zoning for an area along and surrounding East Madison Street to help guide these discussions and serve as the basis for DCLU's recommended actions.

Study Area

The analysis upon which these recommendations are based focuses on the East Madison Business District, examining areas within the zoning boundaries along East Madison Street between approximately 19th and 24th Avenues East. The study area also includes several adjacent blocks, as the zoning designations for these areas should be compatible.



E Madison Business District Land Use & Zoning Analysis Study Area

Study Methodology

The analysis examines the areas within each zoning designation to determine how well the area's characteristics match the zone's functional and locational criteria. Based on this examination and the goals and vision of the *Central Area Action Plan II*, further evaluation is completed on potential changes using General Rezone Criteria listed in section 23.24.008 of the Seattle Municipal Code. After carefully weighing and balancing these results, existing conditions, and neighborhood responses, conclusions and recommendations are made and presented in this document.

Land Use & Zoning Analysis - DCLU

Part I

- Examines neighborhood plan goals
- Compares existing conditions to zone function and locational criteria to identify gaps
- Makes alternative recommendations for further analysis based on these factors

Part II

- Examines General Rezone Criteria for each alternative identified in Part I
- Criteria Include:
 - A. Rezone Standards
 - B. Match Between Zone Criteria and Area Characteristics
 - C. Zoning History and Precedential Effect
 - D. Neighborhood Plans
 - E. Zoning Principles
 - F. Impact Evaluation
 - G. Changed Circumstances
 - H. Overlay Districts
 - I. Critical Areas
 - J. Land Use Policies
- Examines Height Change Recommendations

A separate document that provides the basis for the recommended changes, "Madison-Miller Planning Area, East Madison Business District Land Use & Zoning Analysis", June 22, 2001.



Director's Report - DCLU

- Summarizes the above analysis and makes Zoning Recommendations to Council based on its results

This document accompanies the proposed Ordinance that City Council will vote on.



Public Hearing, City Council Committee Vote, Full Council Vote

Area-Wide Physical Features

This analysis examines features such as topography and building bulk and heights and compares them to existing zoning. The analysis uses a 3D computer model based on City of Seattle Geographic Information System data.

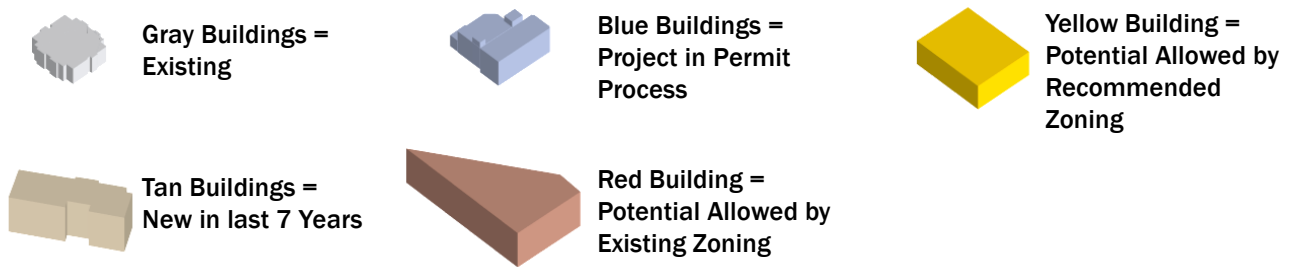
The East Madison Business District includes several physical features that are highly relevant to the analysis:

- The district lies in a flat area between two major topographic breaks.
- The district generally follows East Madison Street, a major arterial well-served by public transit.
- The district is accessed by 23rd Ave E, a major arterial
- The district is also served by 19th Ave E, a minor arterial
- Many alleys are present in the area.

These physical features are important when considering zone boundaries, intensifying the commercial core, or when addressing building heights.



Axonometric view of East Madison Business District, Proposed Projects, Development Allowable Under Existing Zoning, and Potential Development Allowed by Recommended Zoning (N. Side of Madison)



New Development Recently in DCLU Permitting Process

*Plan View of East Madison Business District.
Shadows calculated at 10:30 am December 21
(Winter Solstice).*

- 19th & Howell
47 units
60 parking spaces
- 1818 E Madison St
134 units
6,600 sf commercial
189 parking spaces
- 1823 E Madison St
96 Units
30K sf commercial
137 parking spaces



Elevation from the south

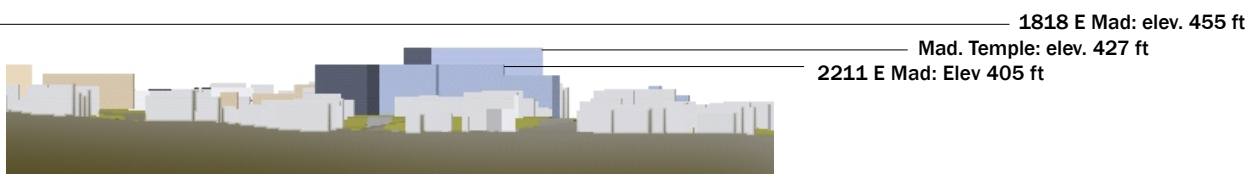




2305 E Madison St
 14 units
 ground floor comm.
 30 parking spaces

Madison Temple
 91 units
 5,645 sf
 commercial
 123 parking spaces

2211 E Madison
 220 units
 60K sf commercial
 ~380 parking spaces



July 16, 2001 Public Meeting

On July 16, a meeting was held to present the East Madison Business District Land Use and Zoning Analysis and associated Land Use Recommendations to the community.

The meeting started with an open house, where meeting attendees were able to view boards describing the recommendations and analysis. Most of the information they viewed is in this report. After the open house, presentations were made, which included an overview of the *Central Area Action Plan II*'s goals, policies, and land use recommendations; an overview of the land use recommendations presented in an earlier version of this report, dated July 2, 2001; and an overview of how traffic impacts are evaluated by the Department of Design, Construction, and Land Use for individual projects.

Following the presentations, meeting attendees broke into small groups representing different land use recommendations and geographic areas. Some of the comments heard in the small groups included:

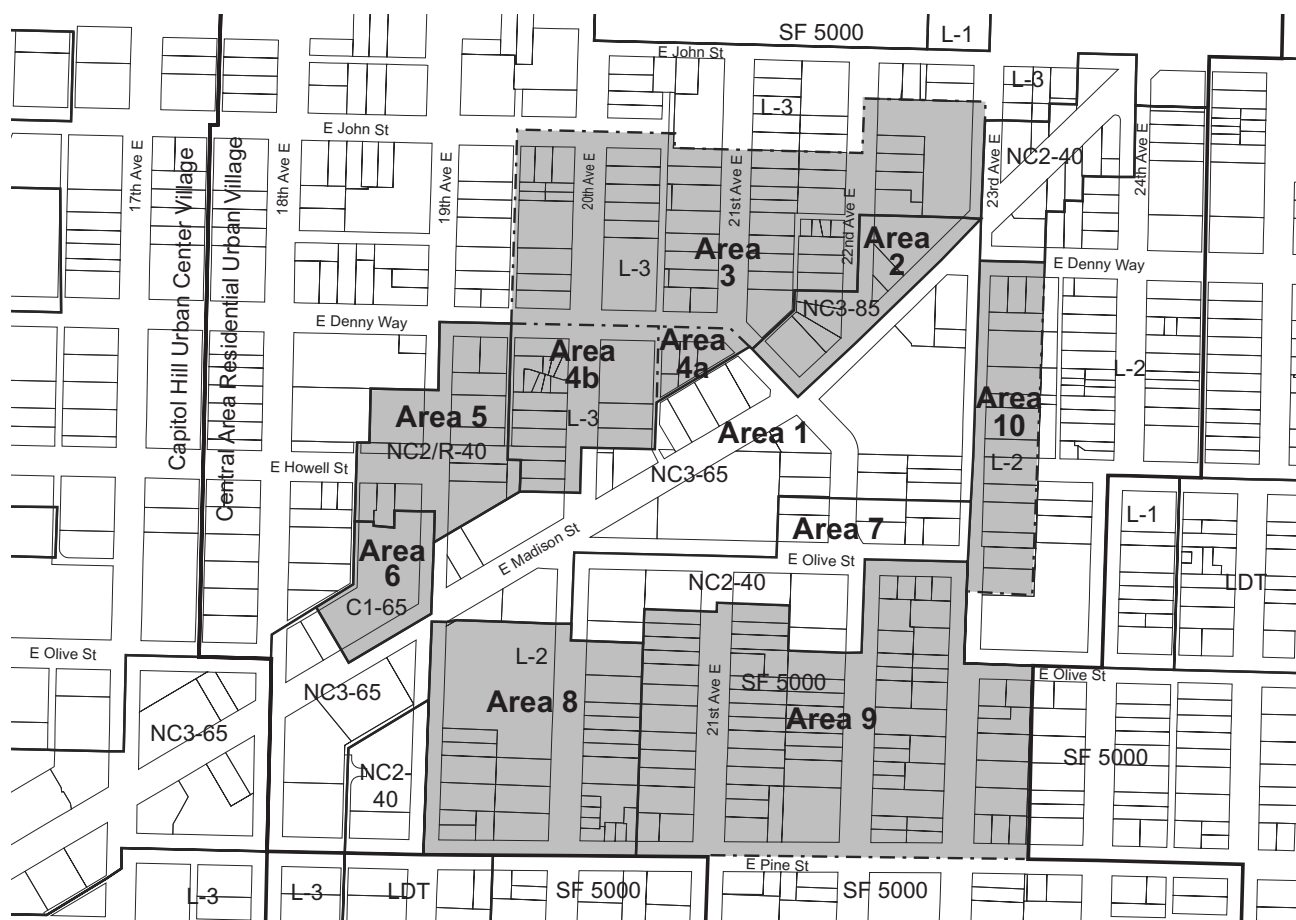
- opposition to reduction in height limit from 85 feet to 65 feet in Area 2
- support for reduction in height limit from 85 feet to 65 feet in Area 2
- support for further increase in height limit on a set of parcels in Area 4 (now labelled 4a)
- support for further mapping of L4 north of Area 4
- concern over mapping of RSL in Area 9 and L3 in Area 8 all the way to East Pine Street
- support for mapping of RSL in Area 9

Additionally, several letters were mailed into DCLU following the meeting, most of which echoed the comments listed above. A general level of overall support was expressed, and many wrote in to specifically support the reduction in height limit in Area 2 from 85 feet to 65 feet. One resident wrote a four-page letter of supportive comments for almost all the recommendations made in this report.

Analysis Updated

As a result of the comments heard, DCLU performed further analysis of several areas in the East Madison Business District, including Areas 2, 3, 4, and 9. After carefully considering potential changes to zone boundaries, changes in height, and further ways to provide transitions between commercial and residential areas, modifications were made to recommended boundaries for Areas 3 and 4, and further increases in height have been recommended in the area now labelled 4a. These results are presented on pages 12-19.

List of Evaluated Actions: Revised Recommendations



East Madison Business District Rezones Amending Official Land Use Map Pages 104 and 112

Area #	Current Zoning	New Zoning	Alternative
Area 1	NC3-65	no change	
Area 2	NC3-85	NC3-65	
Area 3	L3	L4	
Area 4a	L3	NC2/R-65 ¹	NC2/R-40 ¹
Area 4b	L3	NC2/R-40 ¹	
Area 5	NC2/R-40	no change ¹	
Area 6	C1	NC3-65	
Area 7	NC2-40	no change	
Area 8	L2	L3	
Area 9	SF 5000	RSL	
Area 10	L2	L3	

1. Map J would be added to SMC 23.47.004, showing Areas 4a, 4b, and 5 as areas where single-purpose residential buildings would be permitted outright.

NC3 Along Madison (Area 1 and Area 2)

Recommended Action: None. Maintain NC3 designation in Areas 1 and 2, consistent with the *Central Area Action Plan II* goal of serving local and destination shoppers.

Evaluation

No zoning designation changes are recommended for Areas 1 and 2, as the existing Neighborhood Commercial 3 designation allows regional-scale commercial development in a mixed-use, pedestrian-friendly form.

However, to ensure that the analysis was comprehensive, the area was evaluated to see if existing conditions matched the zone's criteria. An initial examination of this NC3 area found that:

- The NC3 area does not presently provide comparison shopping with a wide range of goods and services, a criterion for NC3 designation.
- The NC3 area is lacking continuous storefronts along E Madison Street and intense levels of pedestrian activity.
- The NC3 area is directly adjacent to single family homes in the L3 zone to the north and could be better buffered.

NC2 was evaluated for this area to see if its functional and locational criteria better matched existing conditions. It was found that NC2 does not better meet the function and locational criteria for this area: the area does not yet provide a full range of household goods and services; while it does have a variety of small to medium-sized business, the variety is limited. There is not yet continuous development fronting Madison Street, another desired characteristic of the NC2 zone. Additionally, only one locational criteria is met, and that is that the area is surrounded by low- to medium-density residential areas. NC2 would also limit the size of commercial uses, inconsistent with the neighborhood planning goal of serving local and destination shoppers, which NC3 is intended to serve.

Again, no change in zoning designation is recommended for Area 1 and 2, as NC3 best meets the intent of the *Central Area Action Plan II* for this area.



Areas 1 and 2

NC3-85 Along Madison (Area 2)

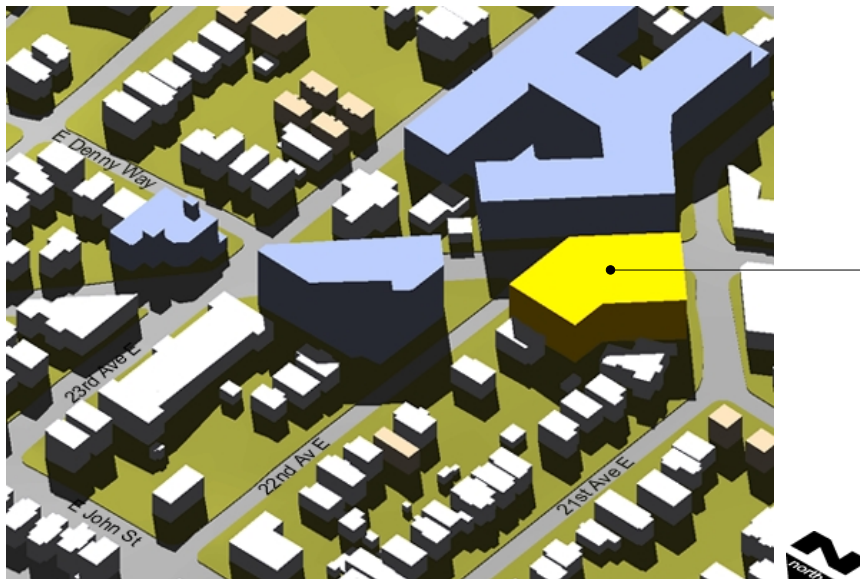
Recommended Action: Lower the height limit of Area 2 to 65 feet to help maintain consistent building heights along East Madison Street and to reduce the impacts of height on adjacent areas to the north.

Evaluation

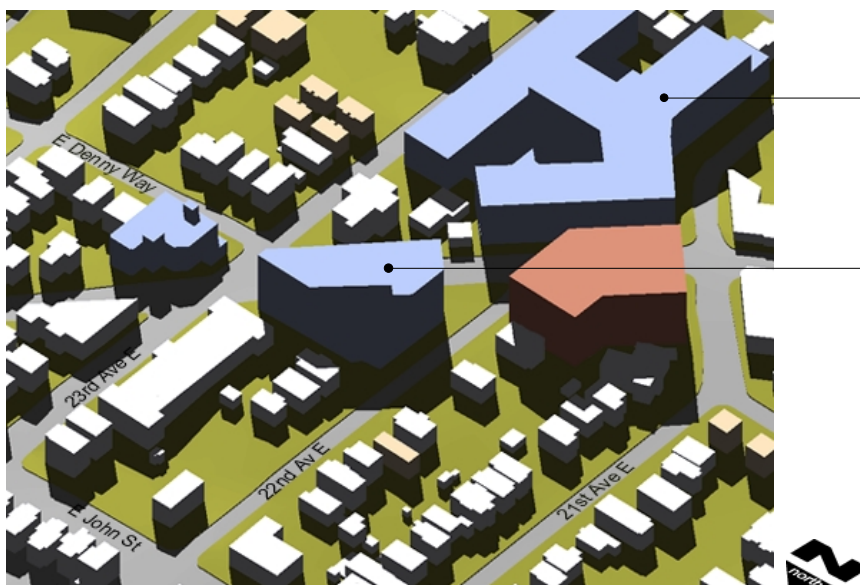
While no change to the NC3 designation is proposed, the current 85-foot height designation is incompatible with zoned and actual heights of the surrounding area. It is recommended that this area be lowered to 65 feet to provide a more gradual transition with the adjacent residential area (L3 recommended change to L4) as well as the 65-foot height limit along E Madison Street.



Area 2



Recommended
Potential 65' Mixed-Use Development



Proposed NC3-65 Project
65' Mixed-Use Development (existing zoning) Currently in permitting process

Proposed NC3-85 Project
85' Mixed-Use Development (existing zoning) Currently in permitting process

L3 North of Madison (Area 3)

Recommended Action: Rezone Area 3 from L3 to L4.

Evaluation

The analysis confirmed that L4 was appropriate for a portion of the L3 area between E Madison Street and E Denny Street from the east side of 20th Ave E to the west side of 23rd Ave E. The evaluation determined that L4 would provide a more gradual transition in height, bulk, and scale between existing and proposed NC areas and the mix of single family and multifamily homes to the north.

The recommended zoning boundary for this area has changed from the July 2, 2001 Draft Recommendations and Conclusions document. The new boundary better incorporates street rights of way, alleys, and parcel lines by expanding west to also provide further buffering.

Proposed NC3-85 Project

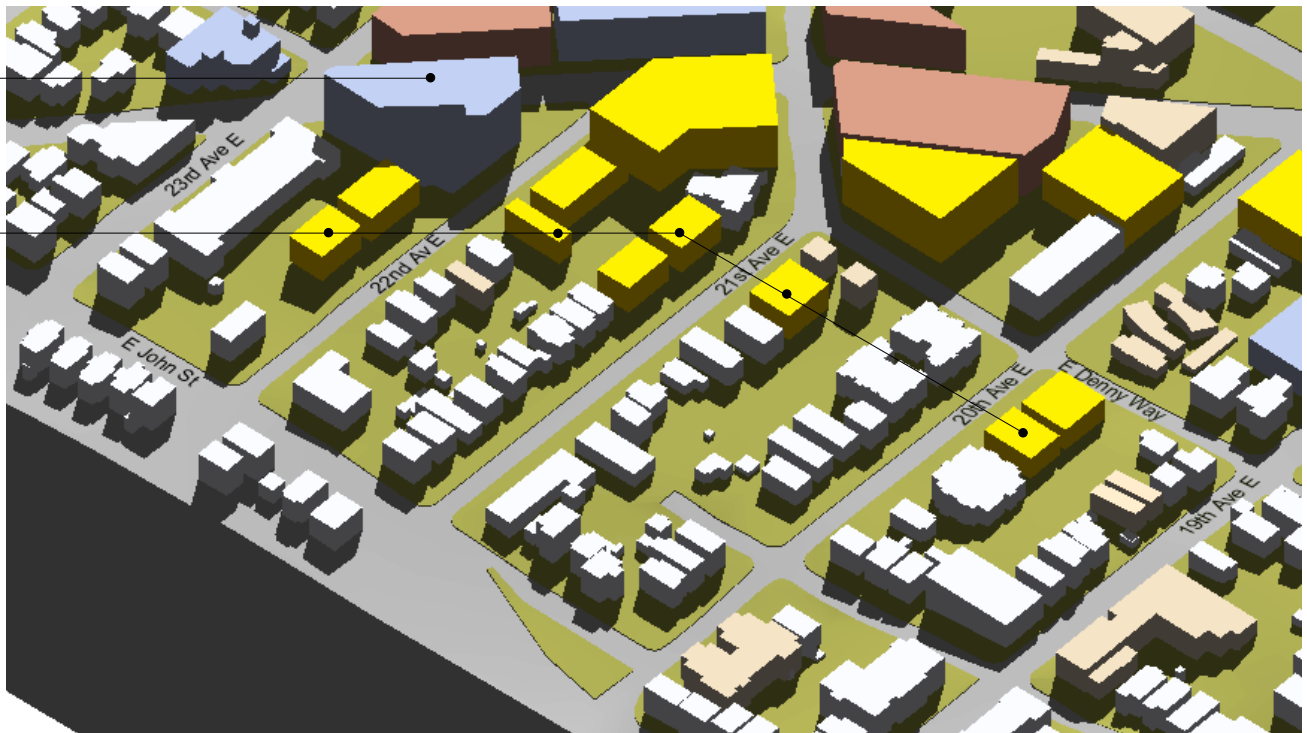
*85' Mixed-Use Development
(existing zoning) Currently in
permitting process*

Recommended

*Potential
Lowrise 4 (L4) Development. L4
allows a 37-foot building with an
extra 5 feet of roof pitch with
setback and open space
requirements.*



Area 3



L3 North of NC3-65 (Area 4a)

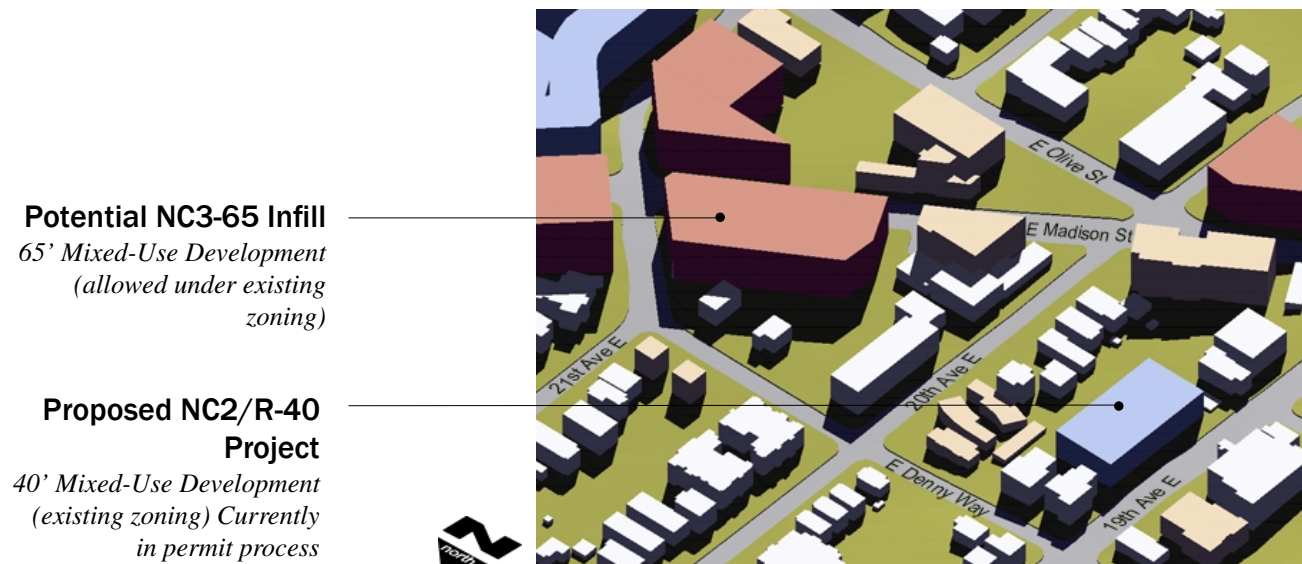
Recommended Action: Rezone Area 4a from L3 to NC2/R-65 with land use code amendment to allow single-purpose residential buildings outright.

Evaluation

Both NC2/R and L4 were examined for a portion of the L3 area between E Madison Street and E Denny Street from the west side of 20th Ave E to the west side of 21st Ave E. The examination determined that expanding the NC2/R area to the east would provide a better buffer between NC3-65 to the south and east, while also best advancing the goals and policies of the *Central Area Action Plan II*. This plan emphasizes the revitalization of the East Madison Business District and increased housing options near the commercial area.



A commercial zone designation (NC2) would help establish a commercial "core" area rather than the current narrow "strip" of commercial along Madison. The uses in NC2 are generally more limited in size than in NC3, providing a better transition with the residential area to the north. The "R" designation and a change to the land use code section 23.47.004 would allow more housing opportunities than regular commercial zoning, by allowing housing without density limits and without ground floor commercial if desired. Additional housing would help provide a concentration of people nearby to support the businesses in the area. The 65' height limit would provide a reasonable transition between the 65' areas and the residential area to the north - L3 (30'), recommended to be L4 (37' height limit). Additionally, the City's Design Review Program could help mitigate the impact of a new 65' building in this area.



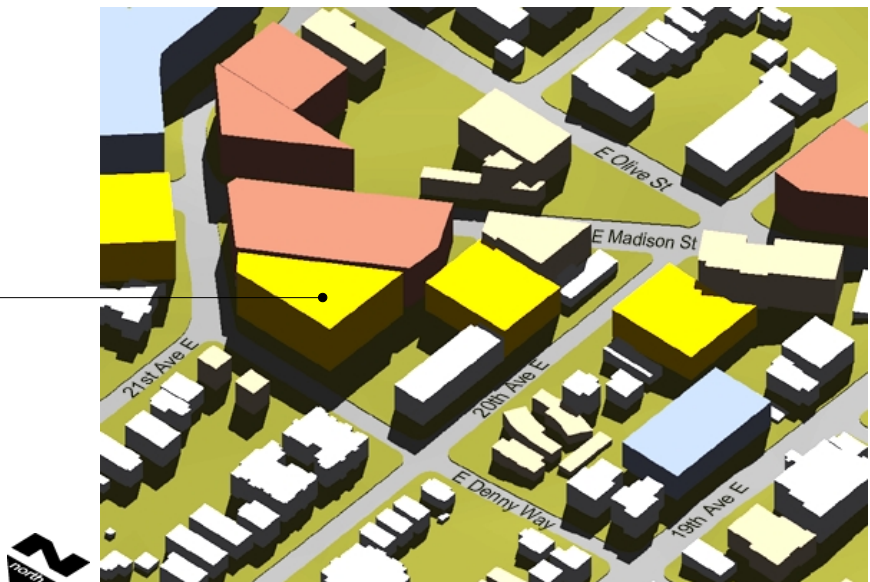
Alternative Action: Rezone Area 4a to NC2/R-40 with land use code amendment to allow single-purpose residential buildings outright.

Evaluation

NC2/R-65 would provide more housing opportunities and a larger building envelope close to the District than the existing L3 designation. The recommended action would advance the goals and policies of the *Central Area Action Plan II* while providing a smooth transition between the NC3-65 along Madison to the residential area to the north. A change to NC2/R-65 in Area 4a could further advance these goals by providing more housing in the commercial area. From a physical standpoint, a height limit of 40 feet in this area could be more compatible with existing Lowrise 3 development north of East Denny Way.

In both cases East Denny Way would serve as the physical buffer between this area and the proposed L4 designation to the north.

Recommended
*Potential
NC2/R-65 Development in
Area 4a. NC2/R-65 allows lot-
line to lot-line construction to
65 feet.*



Alternative Action
*Potential
NC2/R-40 Development.
NC2/R-40 allows lot-line to
lot-line construction at a
height between 30 and 65 feet.*

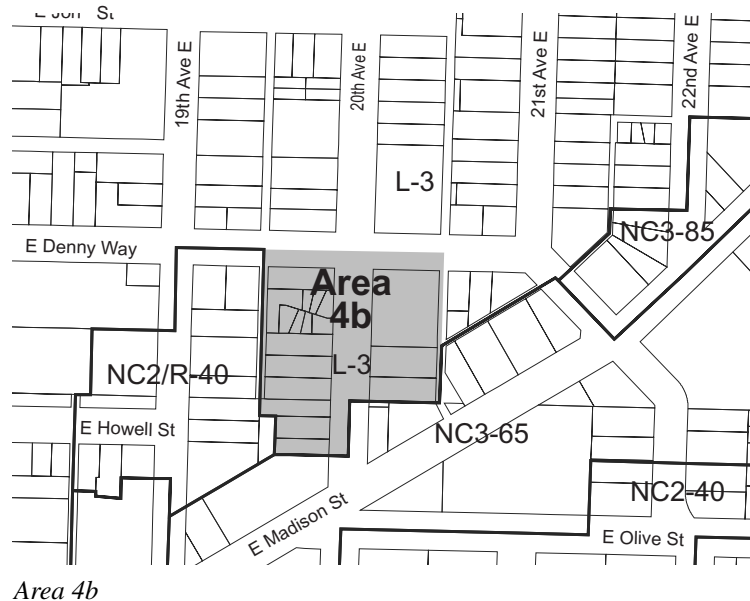


L3 North of NC3-65 (Area 4b)

Recommended Action: Rezone Area 4b to NC2/R-40 with land use code amendment to allow single-purpose residential buildings outright.

Both NC2/R and L4 were examined for a portion of the L3 area between E Madison Street and E Denny Street from the west side of 20th Ave E to the west side of 21st Ave E. The examination determined that expanding the NC2/R area to the east would provide a better buffer between NC3-65 to the south and east, while also best advancing the goals and policies of the *Central Area Action Plan II*. This plan emphasizes the revitalization of the East Madison Business District and increased housing options near the commercial area.

A commercial zone designation (NC2) would help establish a commercial "core" area rather than the current narrow "strip" of commercial along Madison. The uses in NC2 are generally more limited in size than in NC3, providing a better transition with the residential area to the north. The "R" designation and a change to the land use code section 23.47.004 would allow more housing opportunities than regular commercial zoning, by allowing housing without density limits and without ground floor commercial if desired. Additional housing would help provide a concentration of people nearby to support the businesses in the area. The 40' height limit would provide a good transition between the 40' areas and the residential area to the north - L3 (30'), recommended to be L4 (37' height limit).



Recommended
*Potential
 NC2/R-40 Development in
 Area 4b. NC2/R-40 allows lot-
 line to lot-line construction to
 40 feet.*



Potential NC3-65 Infill
*65' Mixed-Use Development
 (allowed under existing
 zoning)*

**Proposed NC2/R-40
 Project**
*40' Mixed-Use Development
 (existing zoning) Currently
 in permit process*

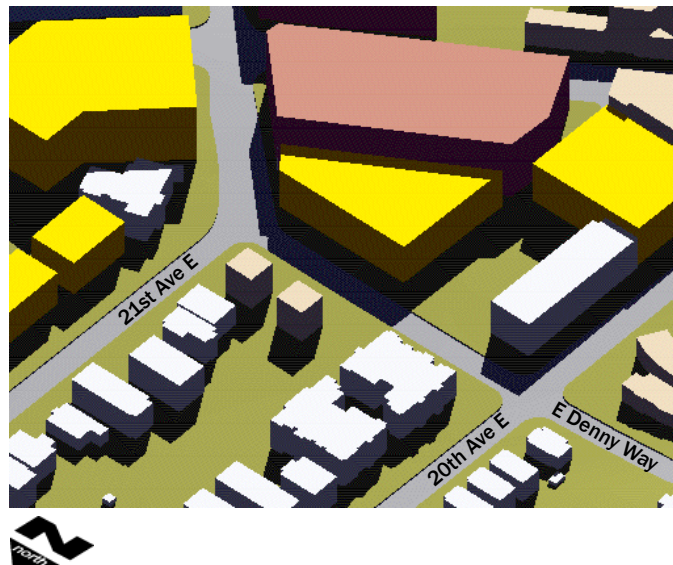
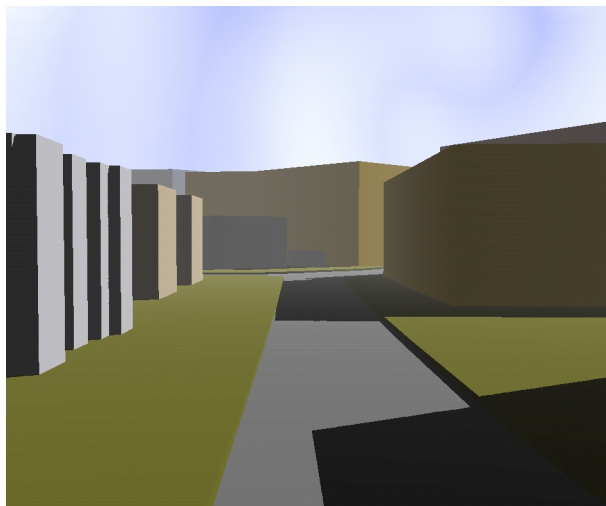


Comparison between potential 40-foot building and 65-foot building in Area 4a

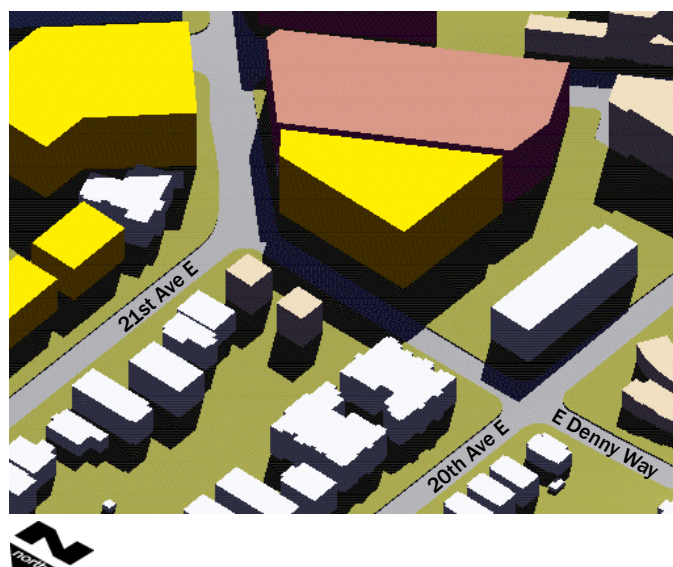
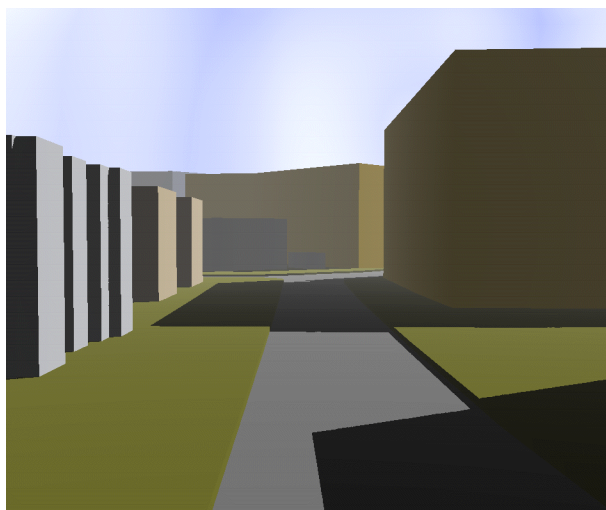
Perspective facing South on E. Denny Way

Shadow effect at Vernal Equinox,
March 21 10:30 am.

40'



65'



**Shadow effect at Winter Solstice,
December 21 10:30 am.**



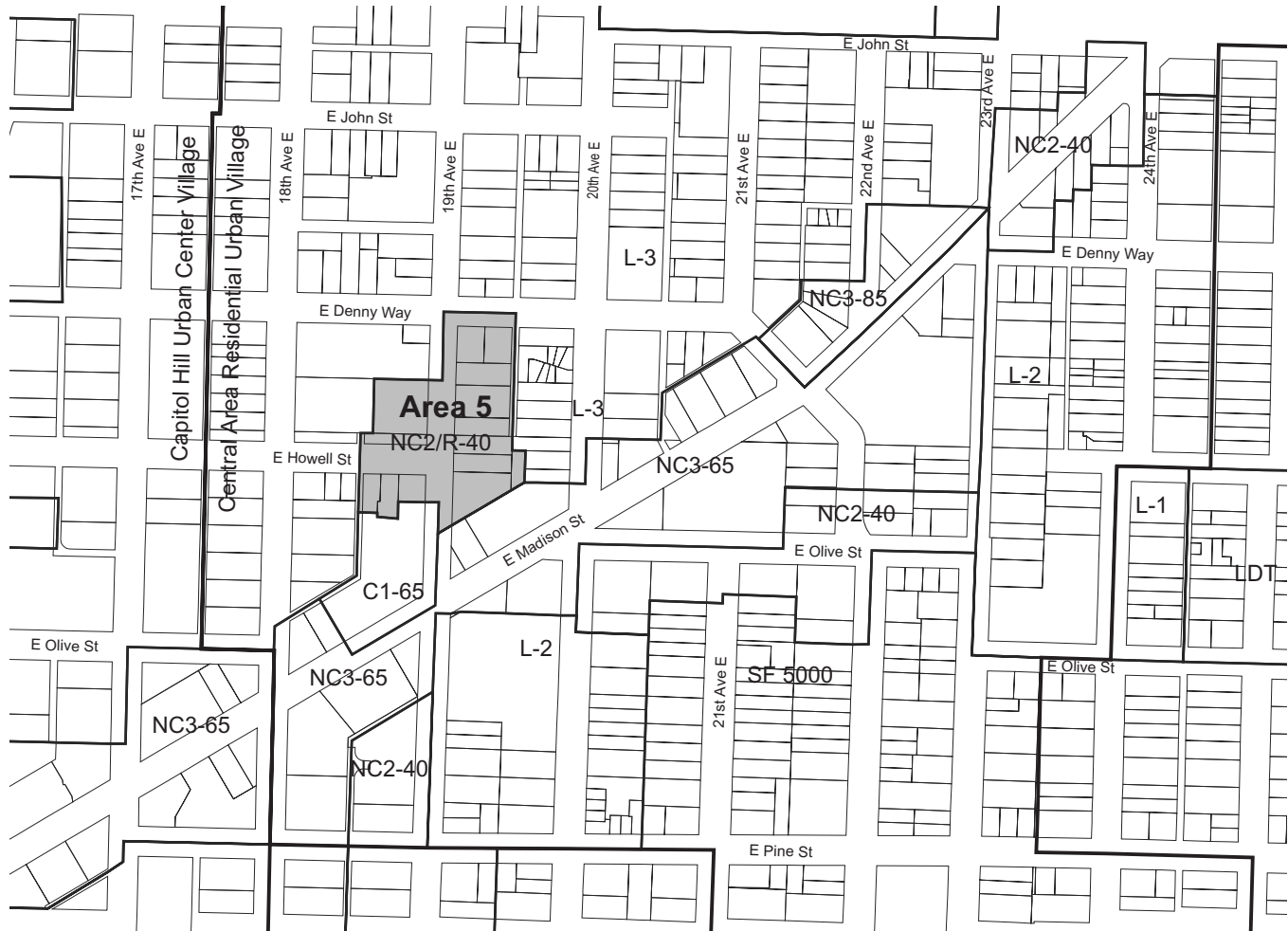
A 40-foot building built lot line-to-lot line on the parcels on the southwest corner of 21st Ave E & E Denny Way would cast a shadow onto parcels to the north during daylight hours (between 10:30 a.m. and 2:30 p.m.), but would not completely envelope the adjacent buildings.



At a maximum a 65-foot building built lot line-to-lot line on the parcels on the southwest corner of 21st Ave E & E Denny Way would cast a shadow completely over structures up to three parcels to the north during daylight hours (between 10:30 a.m. and 2:30 p.m.). This effect could potentially be mitigated through the City of Seattle's Design Review Process.

NC2/R-40 Along 19th Ave E (Area 5)

Recommended Action: **Amend land use code to allow single-purpose residential outright.**



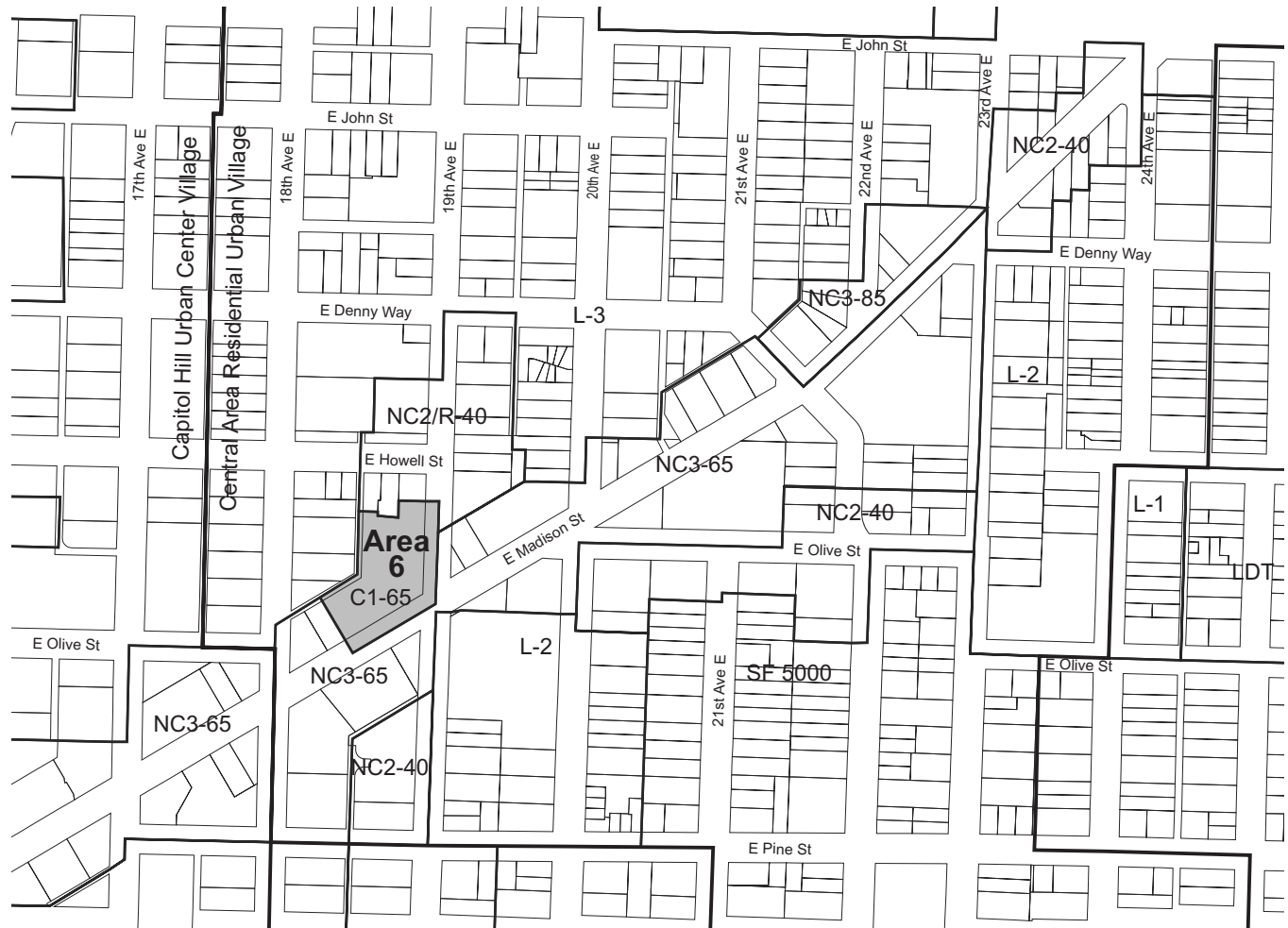
Area 5

Evaluation

The NC2/R area north of E Madison Street was evaluated and found to be only partially functioning as NC2/R while meeting only a few of the locational criteria for NC2. However, this area was rezoned to NC2/R following the adoption of the *Central Area Action Plan II* to encourage the gradual expansion of the business district along 19th Ave E. An amendment to the *Central Area Action Plan II* to allow for single-purpose residential in this area would allow flexibility for development to be either mixed use or single-purpose residential.

C1-65 on East Madison Street (Area 6)

Recommended Action: **Rezone Area 6 to NC3-65.**



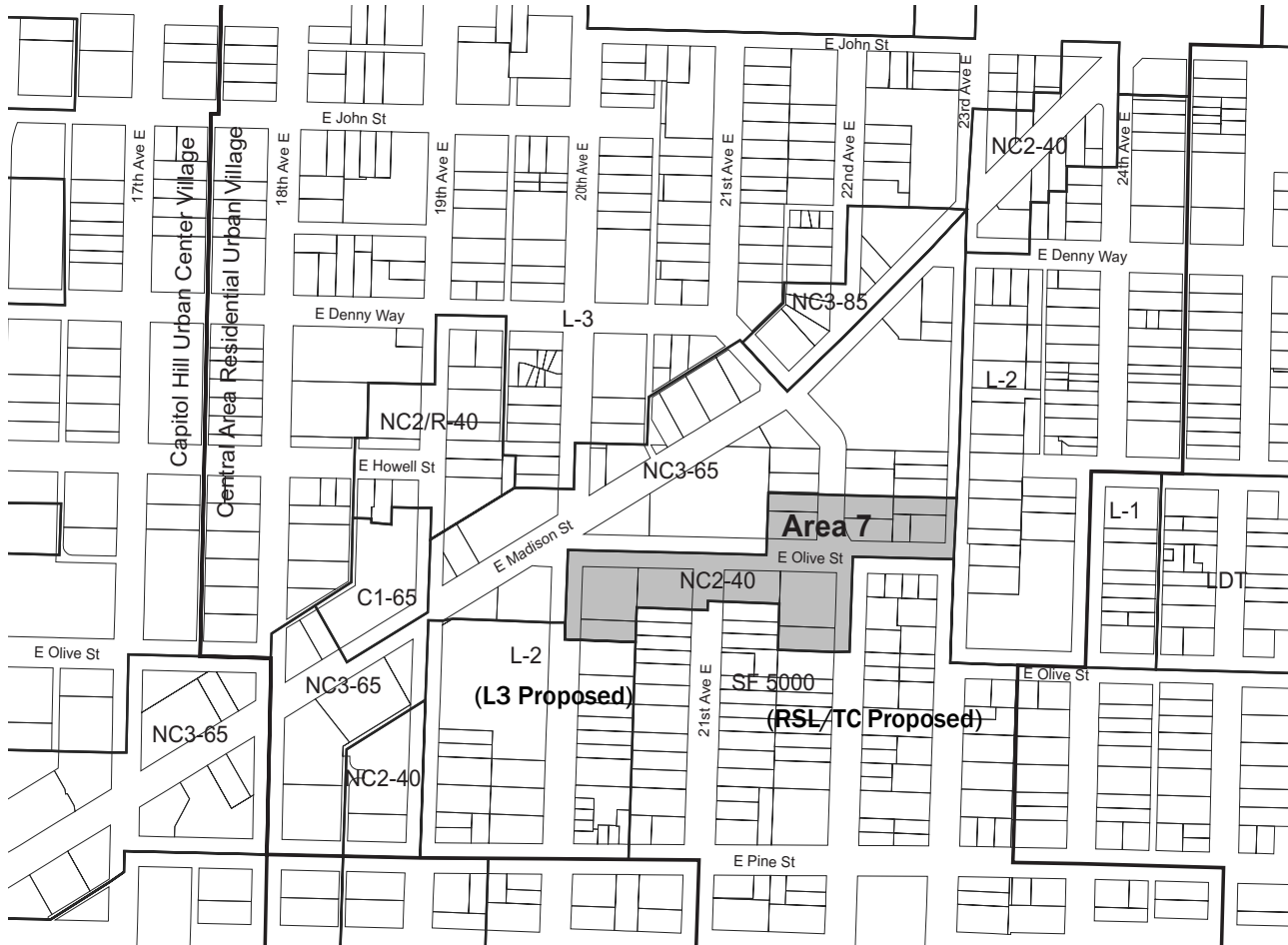
Area 6

Evaluation

The analysis found that Area 6 only positively meets one locational criteria for C1 zone designation: it is accessible from a major arterial. Both NC2 and NC3 were evaluated for the area to determine whether they better match the functional and locational criteria. The evaluation determined that NC3 was the most appropriate designation for the area, particularly to make this area consistent with the adjacent zoning along Madison. The NC3 designation, a pedestrian-oriented zone, helps provide the commercial character that is desired for the area, rather than the more auto-oriented character with the potential for more intense uses allowed in the C1 zone.

NC2 Along East Olive Street (Area 7)

Recommended Action: None. With continued redevelopment Area 7 will function as intended.
Evaluation



Area 7

An evaluation of the NC2 Function & Locational Criteria for this area along E Olive Street determined that it is not yet functioning as NC2. However, as the area redevelops, the characteristics of NC2 zoning will begin to emerge. The NC2-40 designation in this area provides a good transition in height, bulk, scale, and intensity of use between the NC3 along Madison (Area 1) and the residential areas to the south - Area 8 (L2, recommended L3) and Area 9 (SF recommended RSL/TC).

L2 Along 19th and 20th Avenues E (Area 8)

Recommended Action: **Rezone Area 8 to L3.**



Area 8

Evaluation

An evaluation of the NC2 Function & Locational Criteria found that there are portions of this area that could allow more housing options, while still providing an appropriate scale of development, and without blocking views. L3 would provide a smooth transition between the NC2 and NC3 zoning to the north and west, and the residential areas to the east (Area 9, SF recommended RSL/TC). More detailed evaluation of this recommended action showed that the area functions consistent with and meets the locational criteria for L3 designation. Further, a change to L3 would be consistent with *Central Area Action Plan II* policies to increase housing options and densities near the East Madison Business District. This change would allow for a marginal increase in scale and the number of residential units compared to what the existing L2 designation allows.

SF5000 South of E Olive Street (Area 9)

Recommended Action: Rezone Area 9 to RSL/TC with neighborhood plan amendment to allow cottage, tandem, and small lot single family housing



Evaluation

Residential Small Lot zoning was evaluated for the SF 5000 area south of East Olive Street. Neighborhood plan policies and existing character are the primary drivers for this recommended action. The *Central Area Action Plan II* identifies RSL zoning for urban villages as a way to stimulate more housing opportunities. Additionally, the *Central Area Action Plan II* has a specific policy of encouraging increased residential densities near the business district. Given the area's proximity to the East Madison Business District, its existing character of smaller lot sizes, and presence of cottage housing, a change to RSL zoning is recommended.

L2 Along 23rd Ave E (Area 10)

Recommended Action: Rezone Area 10 to L3.

Evaluation

An evaluation of the NC2 Function & Locational Criteria found that there are portions of this area that could be higher density without blocking views; L3 could provide a smoother transition from NC2 and NC3 areas to lower intensity residential areas to the east. More detailed evaluation of this recommended action showed that the area functions consistent with and meets the locational criteria for L3 designation. Further, a change to L3 would be consistent with *Central Area Action Plan II* policies to increase housing options and densities near the East Madison Business District. This change would allow for a marginal increase in scale and the number of residential units compared to what the existing L2 designation allows.

